



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
 REGION 5
 EMERGENCY RESPONSE BRANCH
 9311 GROH ROAD, ROOM 216
 GROSSE ILE, MI 48138-1697

EPA Region 5 Records Ctr.



208289

JUL 29 1998

REPLY TO ATTENTION OF:

MEMORANDUM

SUBJECT: ACTION MEMORANDUM - Request for Approval to Initiate a Time-Critical Removal Action at the Fairways Surplus Site, East Tawas, Iosco County, Michigan (Site ID #B563)

FROM: David L. Anderson, On-Scene Coordinator
 Emergency Response Branch - Section 1 *John CPJ for DA*

TO: William E. Munro, Director
 Superfund Division

THRU: Richard C. Karl, Chief *R. Karl*
 Emergency Response Branch

I. PURPOSE

The purpose of this memorandum is to request and document your approval to expend up to \$1,972,100 to abate an imminent and substantial threat to public health and the environment posed by the presence of hazardous wastes and substances at the Fairways Surplus Site (Site), East Tawas, Iosco County, Michigan.

The response action proposed herein will mitigate threats to public health, welfare, and the environment posed by the presence of uncontrolled hazardous wastes and substances located in drums, aboveground storage tanks (AST), small containers, and on the ground at the Site. Proposed removal actions include complete assessment of the chemical hazards at the Site, stabilization of the hazardous wastes and substances, and off-site disposal of the hazardous wastes and substances. The deteriorated condition of the abandoned drums containing hazardous wastes and substances, the presence of hazardous substances on the ground, the unrestricted access to the property, and the Site's proximity to residences and potential environmentally sensitive areas require that this removal be classified as time critical. The project will require an estimated 80 on-site working days to complete. This Site is not on the National Priorities List.

II. SITE CONDITIONS AND BACKGROUND

CERCLIS ID #MID005326673

The Fairways Site is an inactive military surplus/salvage facility that is approximately 9 acres of a 35-acre parcel. The Site is located at 755 Sparton Road, East Tawas, Iosco County, Michigan 48730 (latitude 44°18'31.5" N and longitude 83°33'22.8" W). The property contains drums, small containers, a smelting operation, nine aboveground storage tanks (ASTs), four aviation fuel tankers, and numerous miscellaneous hazards. A sheet metal fence borders the northern side of the Site with sections of sheet metal missing. Four gates are present along Sparton Road. The Michigan Department of Environmental Quality (MDEQ) has taken measures to discourage the public from accessing the Site by erecting and locking gates; however, the property is not entirely secure nor is it practicable to do so. No fence is located on the southern side of the Site.

The Fairways Surplus Site is located in a rural area northwest of the East Tawas city limits and is very near the Huron National Forest. The property is bordered to the east by a residence; to the north by Sparton Road, a farm, and a residential property; and to the south and west by a gradual slope to a wooded area and Sims Creek. Sims Creek flows in a generally eastern direction into Tawas Lake, which is reported to be a water supply for some local property owners. Surface runoff from the entire Site flows toward Sims Creek.

The area surrounding the Site meets Category 3 Environmental Justice criteria employed by the United States Environmental Protection Agency (U.S. EPA) Superfund Program due to population demographics for ethnic origin and household income. Approximately 2,345 people live within a 3-mile radius of the site.

The property is unsecured with open entrances that are accessible to the public or wildlife. Many of the 33 structures on site are in poor condition with deteriorating roofing that allows precipitation to enter freely. Several of the structures are constructed of shipping crates (stacked up to make shelving) with makeshift roofing added.

Fairways Surplus began operating as a military surplus/salvage business and an aluminum smelting facility in 1956. Many of the items on site were purchased as surplus materials from the Wurtsmith Air Force Base near Oscoda, Michigan. The owner/operator at the Fairways Surplus Site allegedly used JP-4

jet fuel, solvents, and possibly polychlorinated biphenyl- (PCB) contaminated oil to fuel the smelter. The business ceased operation in 1994 when Fairways Surplus filed for Chapter 11 bankruptcy.

A MDEQ staff report regarding a visit to the Site on August 12, 1991, documented that the Site was registered as a scrap tire collection site. The report stated that oil was observed on the ground in various locations, and batteries were being stored outside and leaking. Operators at the facility had allegedly begun digging a trench and burying solid waste and tires in the northwestern corner of the Site, adjacent to a wetland.

On May 23, 1997, MDEQ conducted a visit at the Fairways Surplus Site. According to MDEQ file information, numerous acute public health, environmental, and physical hazards were identified; this Site also has a history of fires started during salvage activity. MDEQ observed numerous drums containing unknown substances. Many of the drums were leaking and posing a fire/explosion hazard. The Site was littered with thousands of containers of paints, oils, and many unknown substances. In addition, several types of solid material, including scrap metal and thousands of tires were observed. MDEQ observed physical hazards which included refrigerators with intact doors, rolls of razor wire, broken glass, and buildings of questionable integrity.

MDEQ conducted a follow-up site visit on June 17, 1997. During the visit, MDEQ collected ten stained soil and ash samples. Samples collected were analyzed for total volatile organic compounds (VOCs), total semivolatile organic compounds (SVOCs), pesticides, PCBs, and total Resource Conservation and Recovery Act (RCRA) metals, plus copper and zinc. Analytical results from the ash and soil samples indicated concentrations as high as 15,100 micrograms per kilogram ($\mu\text{g/kg}$) of PCBs; 38,600 milligrams per kilogram (mg/kg) of lead; 230 mg/kg of cadmium; 17,700 mg/kg of copper; and 93,600 mg/kg of zinc.

On April 23, 1998, MDEQ referred the Site to the United States Environmental Protection Agency (U.S. EPA) and requested assistance in addressing the immediate hazards at the Fairways Surplus Site. Site assessment activity was conducted from May 18 to May 20, 1998; during that period, the Site was inventoried and samples were collected for laboratory analysis. The Site inventory verified a minimum of approximately 1,125 small containers, 214 5-gallon buckets, 107 55-gallon drums, over 10,000 used tires, 12 capacitors, 27 light ballasts suspected to contain PCB-contaminated oil, 428 batteries and battery components, and 9 ASTs. (The OSC anticipates that two to three

times the inventoried number of drums and small containers may be present in the debris and require disposal as hazardous waste.) An estimated 40 cubic yards of presumed asbestos-containing material (PACM) and 100 cubic yards of ash is on site. In addition, gamma radiation was detected at up to ten times above background levels (between 40 and 400 micro roentgens [μ R]) with a radiation meter in some areas of the Site. No area, equipment, or materials were disturbed during the radiation survey. Further delineation of radiation areas and sources is necessary to determine the location of radioactive material to be addressed.

A total of four small-container liquid samples, two AST liquid samples, two ash samples, four PACM samples, three drum samples, one battery liquid sample, one capacitor solid sample, and four surface soil samples were collected for laboratory analysis. Of these samples, four tested positive for the characteristic hazard of ignitability, two for corrosivity, two tested positive for asbestos, and two samples contain elevated levels of metals (exceeding regulatory limits for Toxicity Characteristic Leachate Procedure [TCLP] lead and cadmium). Two samples were collected from groundwater seeps (at the base of the slope and above Sims Creek) during the site assessment; no site contaminants were documented in these samples.

An Integrated Site Assessment--conducted in conjunction with MDEQ-ERD--may be necessary to determine if there is additional soil contamination in other areas on site and along Sims Creek.

III. THREATS TO PUBLIC HEALTH OR THE ENVIRONMENT, AND STATUTORY AND REGULATORY AUTHORITIES

The conditions at the Fairways Surplus Site constitute a threat to public health and welfare or the environment based upon the considerations set forth in the National Contingency Plan (NCP), 40 CFR Section 300.415 (b) (2) which include, but are not limited to, the following:

- a) Actual or potential exposure to nearby human populations, animals, or the food chain from hazardous substances, pollutants or contaminants.

Hazardous wastes, as defined in 40 CFR 261.22(a) (1) and 261.21(a) (1), by virtue of corrosivity (pH <2) and ignitability (flash point <140 degrees Fahrenheit), have been identified in tanks and drums at the site. These hazardous wastes are materials exhibiting a low flash point or containing heavy metals (cadmium and lead). The Site is not adequately secured. Fencing and locked gates will deter site access from Sparton Road;

however, trespassers may still gain access to the property. There are residences immediately across the road and adjacent to the Site. The lack of adequate site security increases the potential for unauthorized access by the public and the likelihood that persons may come in contact with hazardous wastes and substances at the Site. These conditions may allow direct access to the Site for any trespassers and domestic or feral animals that might enter the Site. The potential exists that any persons who enter the site and vandalize the drums and other containers could release the hazardous materials. These materials, in their current condition or, if spilled, would pose a risk to any human trespassers or animals entering the Site. Such persons are liable to receive harmful exposures through accidental contact with hazardous substances.

- b) Hazardous substances or pollutants or contaminants in drums, barrels, tanks, or other bulk storage containers, that may pose a threat of release.**

Many of the drums and containers are in poor condition. There are many containers of various sizes located at the Site. Many of these containers are unmarked, and all of the containers are in various stages of deterioration. Some of the 55-gallon drums have begun to collapse due to the weight of other debris. Since the Site is abandoned and unsecured, the containers are subject to seasonal freeze-thaw cycles which would accelerate the rate of decay. Any trespassers conducting illegal scrapping activity may cause a release. Analytical samples collected during the site assessment from the drums, tanks, and small containers indicated hazardous levels of flammable liquids and solutions with pH's below 1. These materials could be detrimental to human health and the environment if the containers ruptured and the contents were released.

- c) Weather conditions that may cause hazardous substances or pollutants or contaminants to migrate or be released.**

Northeast lower Michigan typically has winter temperatures that are below freezing. This area is also affected by several freeze-thaw cycles during the fall and winter. Drums and other containers abandoned at the Site are directly subjected to these seasonal conditions. These factors can be expected to contribute to the further deterioration of the drums, tanks, and other containers, substantially increasing the likelihood of a release. Additionally, all structures at the Site are deteriorating to the point of collapse. Evidence of past spills and burned areas presents the potential for off-site migration of contaminants via

airborne dust or by mixing of fluids and subsequent erosion by rainwater passing across the Site.

d) Threat of fire or explosion;

Numerous drums, tanks, and buckets located throughout the Site have been verified to contain flammable liquids. The Site is unsecured and residential homes are located nearby. There is a high potential for trespass and vandalism at this Site. In the event of an on-site fire, the nearby population would face inhalation and direct contact threats from the hazardous materials abandoned at the Site. Additionally, drums and small containers subjected to flame may become heated or pressurized to the point of explosion causing containers to become flaming projectiles. These potential flaming projectiles would subsequently ignite any nearby structures or wooded areas that were struck. A fire of this nature may potentially cause untold damage to nearby populations, structures, or even the Huron National Forest.

IV. ENDANGERMENT DETERMINATION

The Fairways Surplus Site conditions include unrestricted access and release of uncontrolled hazardous wastes and substances. The threats to human health and the environment at the Fairways Surplus Site which have been analytically confirmed include the presence of corrosives, low flash point, and heavy metals (cadmium and lead). The potential exposure pathways to nearby populations and the environment as described in Sections II and III above are magnified because there is unrestricted access to the Site. The actual or threatened release of hazardous substances from this Site, if not addressed by implementing the response actions selected in this Action Memorandum, presents an imminent and substantial endangerment to public health, welfare, and the environment.

VI. PROPOSED ACTIONS AND ESTIMATED COSTS

There are obvious time-critical elements present at the Fairways Surplus Site. The hazardous wastes and substances near a residential area in an unsecured Site with signs of public trespass must be immediately addressed.

The OSC specifically proposes to undertake the following actions to mitigate threats posed by the presence of hazardous wastes at the Fairways Surplus Site:

- 1) Develop and implement a site-specific work plan, including a proposed time line;
- 2) Develop and implement a site-specific health & safety plan;
- 3) Provide site security measures which may include, but not be limited to, security guard service, fencing, and window board-up services;
- 4) Secure, stage, sample, and characterize all Site wastes in drums, tanks, pits, sumps, piping, and other containers;
- 5) Overpack and secure leaking and deteriorated drums and containers;
- 6) Conduct compatibility testing on liquids, sludges, solids, and other hazardous wastes and substances.
- 7) Bulk and consolidate wastes in preparation for off-site disposal;
- 8) Decontaminate and/or dispose/recycle all scrap metal and other debris as appropriate;
- 9) Transport and dispose of all hazardous wastes, pollutants, and contaminants at an EPA-approved disposal facility in accordance with the U.S. EPA Off-Site Rule, 40 CFR §300.440; and
- 10) Excavate highly contaminated soils and debris and transport off-site to an EPA-approved disposal facility.

The removal action will be taken in a manner not inconsistent with the National Contingency Plan (NCP). The OSC has initiated planning for provision of post-removal site control, consistent with the provisions of Section 300.415(1) of the NCP. Elimination of all surface threats is, however, expected to minimize the need for post-removal site control.

All hazardous substances, pollutants or contaminants removed off site pursuant to this removal action for treatment, storage or disposal shall be treated, stored, or disposed of at a facility in compliance, as determined by U.S. EPA, with the U.S. EPA Off-Site Rule, 40 CFR § 300.440, 58 Federal Register 49215 (Sept. 22, 1993).

The response actions described in this memorandum directly address actual or threatened releases of hazardous substances, pollutants, or contaminants at the Site which may pose an

imminent and substantial endangerment to public health and safety and to the environment. These response actions do not impose a burden on the affected property disproportionate to the extent to which that property contributes to the conditions being addressed.

The estimated costs to complete the above activities are summarized below. These activities will require an estimated 80 on-site working days to complete. Detailed cleanup contractor costs are presented in Attachment 1.

REMOVAL PROJECT CEILING ESTIMATE

EXTRAMURAL COSTS:

Cleanup Contractor Costs	\$1,275,000
Contingency (15%)	<u>191,250</u>
Subtotal	\$1,466,250
Total START	80,000
USCG/AST	<u>40,000</u>
Extramural Subtotal	\$1,586,250
Extramural Contingency (20%)	<u>317,250</u>
TOTAL, EXTRAMURAL COSTS	\$1,903,500

INTRAMURAL COSTS:

U.S. EPA Direct Costs	
\$30/hr x (700 Regional hrs plus 70 HQ hrs)	\$ 23,100
U.S. EPA Indirect Costs	
(\$65 x 700 hours)	<u>45,500</u>
TOTAL, INTRAMURAL COSTS	\$ 68,600
	=====
TOTAL REMOVAL PROJECT CEILING ESTIMATE	\$1,972,100

All applicable or relevant and appropriate requirements (ARARs) of Federal and State law will be complied with to the extent practicable. A letter dated June 29, 1998, was sent to Pete Johannes of the MDEQ requesting that he identify State ARARs. Any response received in a timely manner will be addressed to the fullest extent practicable.

VII. EXPECTED CHANGE IN THE SITUATION SHOULD ACTION BE DELAYED OR NOT TAKEN

Delayed or non-action may result in an increased likelihood of a direct contact threat to human or wildlife populations accessing the Site. Additionally, the large amount of flammable materials present on Site provides an ample fuel source to any fire that may start.

VIII. OUTSTANDING POLICY ISSUES

There are no outstanding policy issues associated with this Site.

IX. ENFORCEMENT

For administrative purposes, information concerning the enforcement strategy for this Site is contained in an Enforcement Confidential Addendum.

X. RECOMMENDATION

This decision document represents the selected removal action for the Fairways Surplus Site in East Tawas, Iosco County, Michigan, developed in accordance with CERCLA, as amended, and is not inconsistent with the NCP. This decision is based on the information in the Administrative Record for the Site. Conditions at the Site meet the NCP Section 300.415(b)(2) criteria for a removal and I recommend your approval of the proposed removal action. The total project ceiling, if approved, will be \$1,972,100. Of this, an estimated \$1,783,500 may be used for extramural cleanup contractor costs. You may indicate your decision by signing below.

APPROVE: _____


William E. Muno, Director
Superfund Division

DATE: 7/29/98

DISAPPROVE: _____

William E. Muno, Director
Superfund Division

DATE: _____

Enforcement Addendum**Attachments:**

1. Detailed Cleanup Contractor Estimate
2. Administrative Record Index

cc: K. Mould, U.S. EPA, 5202-G
A. Howard, MDEQ, w/o Enf. Addendum
M. Chezick, U.S. DOI, w/o Enf. Addendum
R. Harding, MDEQ, w/o Enf. Addendum
F. Kelley, Dept. of Attorney General, w/o Enf. Addendum

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HAS BEEN REDACTED

NOT RELEVANT TO THE SELECTION OF THE REMOVAL ACTION

**ENFORCEMENT CONFIDENTIAL ADDENDUM
FAIRWAYS SURPLUS SITE
JULY 1998
1 PAGE**

HAS BEEN REDACTED

NOT RELEVANT TO THE SELECTION OF THE REMOVAL ACTION

ATTACHMENT 1

DETAILED CLEANUP CONTRACTOR ESTIMATE
FAIRWAYS SURPLUS SITE
EAST TAWAS, IOSCO COUNTY, MICHIGAN
JULY 1998

Personnel and Equipment	\$ 550,000
Materials	155,000
Sampling and Analysis	20,000
Transportation and Disposal	<u>550,000</u>
TOTAL	\$1,275,000

ATTACHMENT 2

U.S. ENVIRONMENTAL PROTECTION AGENCY
REMOVAL ACTIONADMINISTRATIVE RECORD
FOR
FAIRWAY SURPLUS SITE
EAST TAWAS, IOSCO COUNTY, MICHIGANORIGINAL
JULY 17, 1998

NO.	DATE	AUTHOR	RECIPIENT	TITLE/DESCRIPTION	PAGES
1	10/00/81	MDNR	File	Report: September 21, 1981 Biological Observations on Sims Creek, Iosco County	2
2	07/29/91	Suuppi, G., MDEQ	Hupcik, P., Fairway	Letter of Warning re: Tire Collection, Storage and Disposal at the Fairway Surplus Site	3
3	08/12/91	MDEQ	File	Staff/Evaluation Report for the Fairway Surplus Site	2
4	05/27/97	MDEQ	File	MDEQ Activity Report re: May 23, 1997 Site Inspection at the Fairway Surplus Site	1
5	06/18/97	MDEQ	File	MDEQ Activity Report re: June 17, 1997 Site Inspection/Sample Collection at the Fairway Surplus Site	1
6	10/16/97	Van Dale, D., MDEQ	Addressees	Memorandum re: Status of the Fairway Surplus Site	1
7	01/15/98	Smith, R., MDEQ	Peters, B., Property Owner	Letter re: Results of MDEQ's June 17, 1997 Sampling at the Fairway Surplus Site	56
8	02/18/98	Brouillet, B., MDEQ	Peters, B., Property Owner	Letter re: MDEQ's Request for Voluntary Access at the Fairway Surplus Site	5
9	03/17/98	MDEQ	File	MDEQ Activity Report re: Telephone Conversation w/ Office of U.S. Senator North Concerning Proposed Remediation Activities at the Fairway Surplus Site	1
10	04/23/98	Brouillet, B., MDEQ	El-Zein, J., U.S. EPA	Letter re: MDEQ's Request for U.S. EPA's Assistance at the Fairway Surplus Site	2
11	06/23/98	Ecology and Environment, Inc.	U.S. EPA	Site Assessment Report for the Fairway Surplus Site	104

Fairway Surplus AR
Original
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<u>NO.</u>	<u>DATE</u>	<u>AUTHOR</u>	<u>RECIPIENT</u>	<u>TITLE/DESCRIPTION</u>	<u>PAGES</u>
12	00/00/00	Anderson, D., U.S. EPA	Muno, W., U.S. EPA	Action Memorandum: Request for Approval to Initiate a Time-Critical Removal Action at the Fairway Surplus Site (PENDING)	

Independent Government Cost Estimate

FAIRWAYS SURPLUS SITE
EAST TAWAS, IOSCO COUNTY, MICHIGAN
JULY 1998

Personnel & Equipment	\$ 550,000
Materials	
	\$ 155,000
Sampling and Analysis	20,000
Transportation and Disposal	550,000
	=====
	\$1,275,000

Assumption: Personnel & Equipment are \$11,000/day X 50 days = \$550,000. Personnel include 1 Response Manager, 1 Foreman, 5 Equipment Operators, 1 clerk, 1 chemist, 1 health and safety officer, and 6 Technicians. Equipment includes 2 office trailers, transportation for the crew, 1 decontamination trailer, 2 trackhoes (with grapplers), 1 backhoe, 1 track loader, and 1 bobcat.

Assumption: Materials include 55-gallon drums and 85-gallon overpack drums (\$5,000), and disposable personal protective equipment (\$150,000).

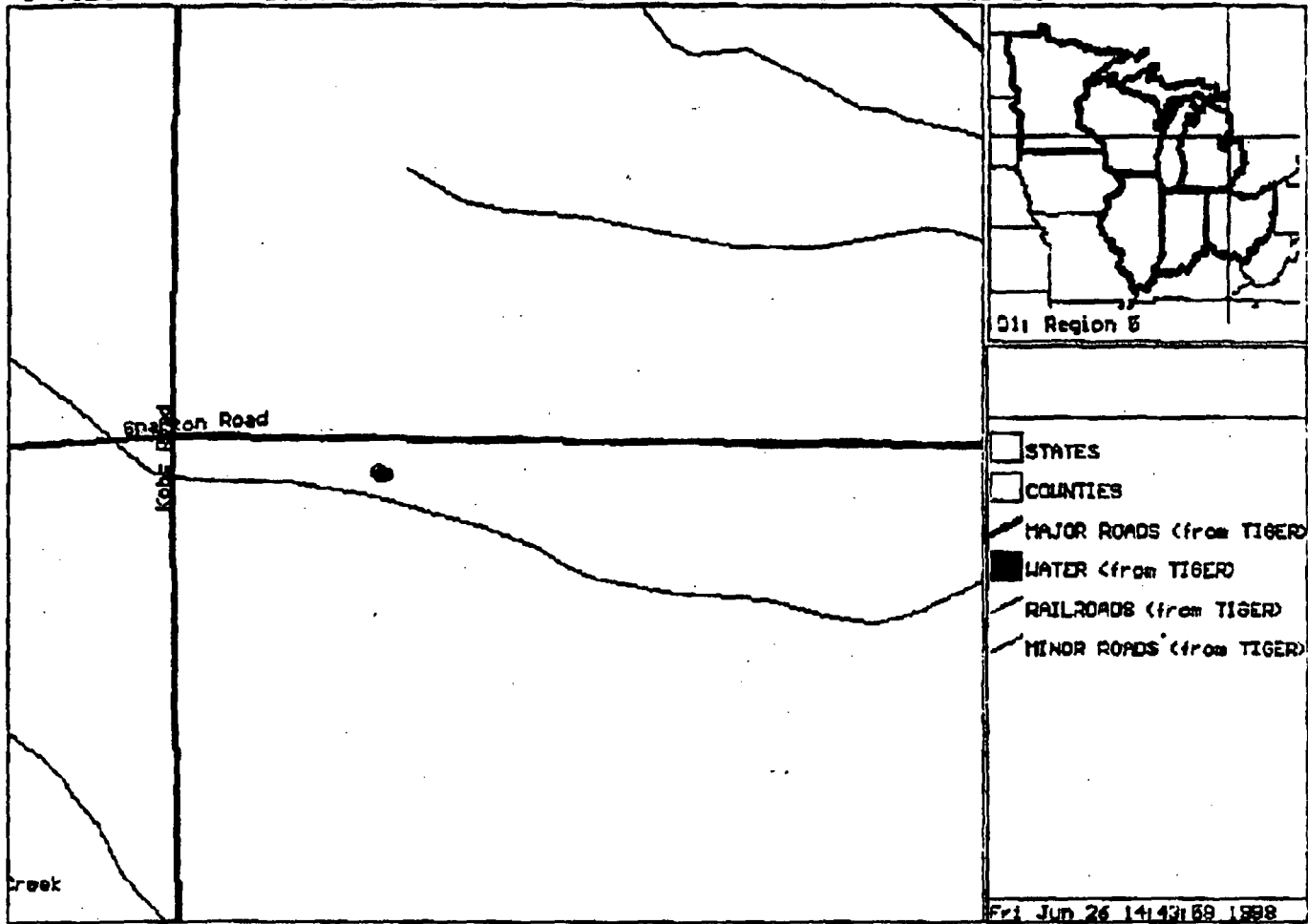
Assumption: Sampling and analysis includes subcontract lab work to properly identify waste streams and appropriate waste codes for purposes of off-site disposal. Anticipated waste streams include flammable liquids, decon water, hazardous debris, and nonhazardous debris (debris and smelter ash will require analysis for radioactivity and TCLP metals). Up to 10 waste streams X \$2,000 analysis = \$20,000.

Assumption: Transportation and Disposal include approximately 200 drums of flammable materials (\$350 each), 100 drums of nonflammable hazardous waste (\$150 each), approximately 430 battery banks (\$100 each), approximately 10,000 gallons of bulk flammable liquid (\$0.85/gallon), 20 loads hazardous debris (\$4,000 each), 31 cubic yard boxes of flammable small containers (\$500 each), general transportation costs (\$65,000), decon water (\$3,000), 100 cubic yards of low level radioactive material that fails TCLP for metals (up to \$2,500 per yard, including transportation to Utah)

POPULATION SUMMARY

LOCATION	:	3.0 mi. radius at	44.308735, -83.556374
# BLOCK GROUPS INCLUDED	:	3	
NUMBER OF PERSONS	:	2345	
NUMBER OF FAMILIES	:	672	
NUMBER OF HOUSEHOLDS	:	851	
MEDIAN (EST.) HOUSEHOLD INCOME:	:	25985	
AGE 0 THRU 4	:	157	
AGE 5 THRU 9	:	190	
AGE 10 THRU 19	:	352	
AGE 20 THRU 49	:	889	
AGE 50 THRU 64	:	380	
AGE 65 AND OVER	:	377	
WHITE	:	2329	
BLACK	:	0	
INDIAN	:	14	
ASIAN	:	2	
OTHER RACE	:	0	
HISPANIC	:	4	
OWNER OCCUPIED	:	749	
RENTER OCCUPIED	:	102	
PERCENT AGE 0 THRU 4	:	6.7	
PERCENT AGE 5 THRU 9	:	8.1	
PERCENT AGE 10 THRU 19	:	15.0	
PERCENT AGE 20 THRU 49	:	37.9	
PERCENT AGE 50 THRU 64	:	16.2	
PERCENT AGE 65 AND OVER	:	16.1	
PERCENT WHITE	:	99.3	
PERCENT BLACK	:	0.0	
PERCENT INDIAN	:	0.6	
PERCENT ASIAN	:	0.1	
PERCENT HISPANIC	:	0.2	
PERCENT OTHER RACE	:	0.0	
PERCENT OWNER OCCUPIED	:	88.0	
PERCENT RENTER OCCUPIED	:	12.0	

44.16.31/- 83.99.22



1:33842

3.00 km

2.81 miles

44.18.31/- 83.33.23

